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MEMORANDUM TO: Executive Director  
 Executive for A. and M.  
 Asst. Director, GNE  
 Asst. Director, OCD  
 Asst. Director, CO  
 Asst. Director, OSO

NOV 12 1947

SUBJECT: Results of TOP SECRET Control Survey

1. A recent survey and study of TOP SECRET Control Procedures has been completed. The survey was made on an advisory basis, and recommendations for the correction of deviations from existing regulations were made "on the spot" as instances of irregularity were noted -- with the most commendable spirit of cooperation exhibited by Chiefs of Offices and Branches and by other personnel concerned.

2. Nevertheless, it was clearly ascertained that certain basic changes in the overall TOP SECRET Control Procedures are demanded by current operational requirements of CIA. These basic changes do not so much affect the procedure for handling individual TOP SECRET Documents, as established by Security Regulations, as they do affect the fundamental organization of TOP SECRET Control within CIA and the manner in which this organization is integrated with the function of the Special Distribution Section of Central Records.

3. This problem can best be explained by stating that, while theoretically the SDS was designed to act as a truly centralized control for the handling of TOP SECRET material, it is not in fact fulfilling that function and, due to operational requirements, can never perform the function as originally conceived. As a matter of fact, so many exceptions (and admittedly justifiable ones in most instances) have been made that at the present time SDS is handling a very small percentage of the TOP SECRET volume and is, consequently, not capable of exercising effective security control.

4. It is the firm conviction of this office that the TOP SECRET Control Procedure must be further decentralized to five or six control points, conforming to the functional organization of CIA but retaining the use of SDS of Central Records as the office of record and audit. Such a plan may be compared to a Branch Banking System, comprised of a Main Office and several Branches. Business is transacted independently by the parent institution and each branch bank, within the established policies of the Main Office. A record of the transactions at each Branch is furnished to the Main Office and answers to inquiries, records and financial statements are available there.

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5. Accordingly, the following proposals are made, have received the approval of the Executive Director and are presented for implementation:

a. An operational plan for the Control of TOP SECRET material will be prepared by a board consisting of:

- (1) Chief, Security Control Staff, Executive for I. & S.;
- (2) The TOP SECRET Control Officer, CIA; and
- (3) Representatives from other offices and branches of CIA directly concerned. This board should include representatives from

✓ORE  
OCD  
OO  
✓OSO (Registry and Signal Center)  
Executive for A. & M.

The board will meet at the call of the Chief, Security Control Staff and submit a proposed plan for concurrence of Chiefs of Offices and final approval by the Executive Director on or before 15 December 1967.

b. The board will give consideration to the following line of approach:

(1) Designation of seven (7) TOP SECRET Control Points, as follows:

TOP SECRET Control	CIA
TOP SECRET Control	ORE
TOP SECRET Control	OCD
TOP SECRET Control	OO
TOP SECRET Control	OSO
TOP SECRET Control	Reference Center (A. & M.)
TOP SECRET Control	Executive Registry (A. & M.)

(2) Designation of two (2) TOP SECRET Cable Points

Cable Point No. 1	Signal Center, OSO
Cable Point No. 2	Current Intell. Op., ORE

(3) TOP SECRET Control - CIA, paragraph (1) above, will serve as the Main Office. Unless otherwise addressed, all "IN" business will go through this Control. Unless operational requirements dictate otherwise, all "OUT" business will go through this Control.

(4) TOP SECRET Controls at other offices and branches of CIA, listed in paragraph (1) above will serve as "Branch" offices and will receive all "IN" business addressed to those offices and branches or any individuals or components thereof. When operational requirements dictate, TOP SECRET Control of "Branch" offices

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may forward "OUT" business directly to addressees, either outside of the particular "Branch" office to other "Branch" offices of CIA, or outside of CIA. All "Branch" TOP SECRET Control Points will send daily to TOP SECRET Control-CIA a copy of the TOP SECRET log for the day--showing all "IN" and "OUT" transactions. Each "Branch" TOP SECRET Control will be assigned a block of registry or control numbers by TOP SECRET Control-CIA for the exclusive use of that "Branch".

(5) TOP SECRET Control-CIA will establish and maintain a "Master" TOP SECRET log, recording all of its own transactions and also (only one day delayed) the transactions of all the "Branches".

(6) CABLE POINTS, referred to in paragraph (2) above, will handle incoming cables direct from other agencies to the operational office or branch of CIA, requiring same. Cable Points will function to account for TOP SECRET cables during the period of their immediate use by operating individuals. Immediately after this phase cables will be returned to the Cable Point and directed into the regular TOP SECRET Control channels. (Returning to the analogy of a banking institution, the Cable Point may be likened to a bank agent acting as a paymaster for a concern or an individual.)

*Send to "Branch" for prep. of log by first OP*

c. The board should consider whether the duty of a "Branch" TOP SECRET Control Officer should be a sole duty or an additional duty of certain administrative personnel. In any event, TOP SECRET Control in each office is a function and not an individual. The office of the TOP SECRET Control Officer for each of the proposed seven (7) Controls ("Branches") should be identified by appropriate signs (Example -- TOP SECRET CONTROL -- CRE) and all TOP SECRET material should be delivered directly to these offices, both for the receiving of incoming material or the forwarding of outgoing material.

d. It is possible that TOP SECRET Controls may also handle other classified material -- but always on a separate accounting basis.

e. The two principal considerations concerned are these:

(1) Decentralization of TOP SECRET Control operational procedures to provide necessary flexibility.

(2) Establishment and maintenance of a centralized CIA TOP SECRET Control as a "clearing house" to provide complete records and accountability.

6. It is earnestly requested that Assistant Directors and other addressees give this memorandum their personal attention, select officials who may be designated as their TOP SECRET Control Officers and discuss

with them their own views on the very broad outline presented above. The purposes of this program are to give Assistant Directors utmost operational flexibility and at the same time tighten the controls on TOP SECRET material.

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7. Please telephone the names of TOP SECRET Control designees to Mr. [REDACTED], Extension 693, on or before 17 November.

SIGNED

SHEFFIELD EDWARDS  
Colonel, G. S. C.  
Executive for Inspection and Security

I & S  
TDC/jel

DISTRIBUTION:

Colonel Edwards  
Executive Registry  
Central Records (2)  
SCS Files ✓  
Chrono

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Return to [REDACTED] Room 116, Central Bldg.

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